ABORIGINAL PEOPLES COLLECTION

CORRECTIONS BRANCH

TOWARD A PROGRAM THAT MAKES A DIFFERENCE

A consultation with Prospective Clients of the Gabriel Dumont Institute Community Training Directorate

APC 2 CA (1992)

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COLLECTION SUR LES AUTOCHTONES

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Written and Researched

by

Elizabeth Osbaldeston Troyer,
Senior Researcher,
Gabriel Dumont Institute of Native
Studies and Applied Research, Inc.

Patrice Kelly,
Program Coordinator,
Gabriel Dumont Institute Community
Training Residence

DEDICATION

...On November 15, 1989 two Saskatchewan women quietly made history. Anyone who was observing the two, as they stepped out of the Saskatoon bus depot that brisk afternoon, would have had difficulty deciding what they had in common.

Marion, a slightly-built, vivacious woman of Native ancestry is the mother of five...the type of woman people immediately warm to. Her eyes sparkle as she speaks of her hopes for her young daughter.

The second woman, Julie, is tall, fair and attractive. This young, single woman is more cautious in her first meeting with strangers. Yet, behind this reserve is a quick, incisive intelligience which, if channelled, will allow her to accomplish anything she sets her mind to.

Marion and Julie are the initial residents of the first community training residence for female offenders in Saskatchewan.

On November 15, 1989, Marion and Julie quietly made history. Although the event will bring them little fame or noteriety, their sucess will pave the way for an alternative to secure-custody incarceration for hundreds of women to follow...

It is to the spirit of these to pioneers that this report is dedicated.

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1.0 INTRODUCTION

1.1 The Establishment of the Gabriel Dumont Institute Community Training Residence

> 'I've been in institutions most of my life...a couple of months here...a couple of months there...'
>
> Resident, Pinegrove Correctional Centre

In May of 1989, the Gabriel Dumont Institute of Native Studies and Applied Research was awarded a contract, through the Saskatchewan Department of Justice and the Solicitor General of Canada, to establish the province's first Community Training Residence (CTR) for female offenders.

The Gabriel Dumont Community Training Residence will be situated in a fourteen bed family-style home in Saskatoon, a city with a population of approximately 180,000. This permanent facility will be constructed in the summer of 1990. Meanwhile, a temporary location in Saskatoon has been selected and the Community Training Residence officially opened its doors on November 15, 1989.

The Community Training Residence has a core staff of five including a Director, a Program Coordinator, a Life Skills Counsellor and two House Supervisors. A compliment of trained casual employees to provide weekend, holiday and sickness relief is also available on an "on-call" basis.

Female offenders, who apply and who are chosen to participate in the Program, will transfer from the provincial Pinegrove Correctional Centre in Prince Albert, Saskatchewan, and the

Federal Prison for Women in Kingston, Ontario.

These women will serve the last portion of their custodial sentence (up to six months) at the CTR under Community Training Status (conditions set by Saskatchewan Justice).

Participants can also be direct sentenced to the Community Training Residence by the Courts through intermittent sentencing or through probation referrals with a residency clause.

1.2 Goals and Objectives of the Gabriel Dumont Institute Community Training Residence

Community-based residential programs for offenders cover a broad spectrum of program objectives. Rachin (1975, p. 6) observes that many are limited to the provision of bed, board, employment and shelter assistance.

At the other end of the spectrum are those community training residences which assist the offender to adjust positively in all aspects of her life. These facilities commonly include on-site counselling and life skills instruction as well as access to a wide base of community resources to meet the resident's needs in areas such as employment, addictions counselling, education, health, finances, recreation and spirituality (Solomon, 1976; Native Council of Canada, 1975). It is this more comprehensive approach to community-training upon which the Gabriel Dumont Institute seeks to model its program.

The goal of the Gabriel Dumont Community Training Residence is to facilitate the successful transition of female offenders back into society. This will be accomplished by providing a safe environment and supportive programming which will be designed to promote independence, self-respect, the renewal of family ties and the acquisition of productive skills.

Specific objectives of the Gabriel Dumont Community Training Program are as follows:

1. To assess each new client as a unique individual and to devise, in consultation with that client, a "CTR Plan" and a "Post-Release Plan".

2. To provide opportunities for education, training, employment and treatment according to individual needs and desires.

3. To promote knowledge of community resources appropriate to the needs of the women and their families.

4. To provide ongoing opportunities for learning and practising responsible behaviour including the provision of identifiable role models.

5. To encourage the establishment of positive and supportive ties with the client's family, friends and chosen release community.

2.0 SERVING THE SPECIAL NEEDS OF NATIVE FEMALE OFFENDERS

> 'I don't like living with my parents...I would rather be on my own but realize my kids need the support of a stable home...'
>
> Resident, Pinegrove Correctional Centre

While the Community Training Program will be open and mandated to serve all suitable candidates, the high percentage of Native women among the Pinegrove Correctional Centre population is a matter of no small significance. Profiles of the approximately seven hundred women who are sentenced to Pinegrove each year show that the Native portion of this population varies from sixty to ninety-five percent. The specific needs of the Native female offender thus will form an integral part of the Program design.

A review of the literature shows that the paucity of relevant research into the special characteristics and needs of the Native female offender is now being recognized (Lautt, 1979, p. 112; La Prairie, 1984; Havemann et al. 1985, p. 106). Despite this lack of research the call for community-based residential options to incarceration for Native offenders dates back more than twenty years. In 1967, for example, Laing's report on Indians and the Law puts forth a recommendation which encourages "the private sector", particularly the private Native sector, "to provide after-care for Native" offenders (Lautt, 1979, pp. 80, 81). Laing's report is described by Lautt (1979, p. 81) as "the first to openly promote a 'natives for natives' policy in the area of justice and corrections."

In 1973, the Task Force on Community-Based Residential Centres, prepared for the Solicitor General a report which also included a recommendation that promoted "...encourages the organization of community residential centres for special groups such as Native peoples and those from remote areas..." (National Indian Brotherhood, 1975, p. 23). Two years later, in its submission to the 1975

National Conference on Native peoples and the Criminal Justice System, the Metis Society of Saskatchewan (M.S.S. et al. 1975, p. 10) made the following statement:

> Clearly our position is to reduce the use of institutionalization to a minimum. Community approaches to corrections must receive greater emphasis. We believe that in many cases community facilities can be operated by community organizations. This involvement of the Native community in the operation and direction of community facilities is essential if such facilities are to be more than simply physically located in the community.

3.0 THE PHILOSOPHY OF THE GABRIEL DUMONT INSTITUTE: EMPHASIS ON THE INDIVIDUAL MAKING A DIFFERENCE

> My children are not around during my incarceration...my brother came to visit and brought me their pictures..."
>
> Resident, Pinegrove Correctional Centre

The Gabriel Dumont Institute of Native Studies and Applied Research is unique in Canada.

With a staff of 120 employees, the Institute serves the educational needs of the Saskatchewan Metis and Non-Status Indian Community. The Institute was formally incorporated in 1980 as a non-profit corporation and is designated as the official educational arm of the Metis Society of Saskatchewan.

In addition to the provision of direct educational services, the Gabriel Dumont Institute has gained national recognition through its research and publications. The Institute serves to raise the level of public awareness to the needs, goals and aspirations of Native peoples, and represents a major step towards the realization of aboriginal self-determination in education, training and cultural development.

The provision of a residential Community Training Program for female offenders is a natural extension of the work already done by the Gabriel Dumont Institute. In the ten years of its existence, the Institute has a proven record of responding to the training, educational, and cultural needs of the Saskatchewan Aboriginal community.

In conjunction with its affiliates, the Gabriel Dumont Institute currently offers programs for hundreds of Native students in communities all across the province. Among these are the Saskatchewan Urban Native Teacher Education Program, the Human Justice Program, and a variety of preparatory and

certificate level offerings in the health, forestry, addictions, policing and business fields. The Institute has a policy that all training and professional education must be fully accredited and recognized.

In the corrections field, the Gabriel Dumont Institute provides Native Elder Service's at the Saskatchewan Penitentiary, the Farm Annex and the High Maximum Special Handling Unit. Liaison services between Native inmates and correctional institute management have also been contacted through the Gabriel Dumont Institute for the Saskatchewan Penitentiary. In addition, the Institute offers a university level diploma program in Human Justice and preparatory upgrading in Pre-RCMP training.

The Institute operates a support services function which supports all of its programs and instructional delivery. Support services include:

- a Research and Development Division
- a Native Studies and Curriculum Division
- a Library Resource Centre
- Information Services
- a Finance and Administration Division
- a Student Services Division

Despite its extensive experience in meeting the educational, training, and cultural needs of Saskatchewan's Native peoples over the last decade, the Gabriel Dumont Institute is quick to recognize that the CTR Program represents a new and challenging venture. The Gabriel Dumont Residence not only represents the first community training residence for women in Saskatchewan, but also represents the first time that the Province of Saskatchewan has awarded such a contract to a community group.

The Gabriel Dumont Institute does not work within the philosophy of "providing better sameness". In essence the Institute has not found its success in taking existing programs and slightly modifying them to suit the special needs of Native people. Instead the Institute strives to design and deliver programs

in ways that "really make a difference".

Central to each program offered by the Institute is the client; that is, the individual student. Students are involved right from the start of each program and sit on the interview panels to choose program staff. Prior to the start of any formal academic training, students of the Institute are immersed in life skills training. During this phase students come to know one another, establish individual goals, are counselled in areas they may be experiencing difficulty with and are assisted in day to day problems such as obtaining housing or child care.

4.0 EMPHASIZING THE IMPORTANCE OF THE INDIVIDUAL CLIENT IN THE DESIGN OF THE COMMUNITY TRAINING PROGRAM

> 'You know how Grandma's are...[when I lived with her] she'd go to work and I'd clean the house...but she's too old now...I'm scared to live alone - will have to go to the 'YWCA' or something [when I am released]".
>
> Resident, Pinegrove Correctional Centre

In keeping with the philosophy of the Gabriel Dumont Institute that the individual client makes a difference, it becomes very important to know the specific characteristics, needs and aspirations of prospective residents of the Community Training Residence. It was felt that an intense consultation with a sample of female offenders in the Pinegrove Correctional Centre, during the initial stages of the Program design, would give insight into major issues which should be addressed.

Although we were unable to conduct individual interviews with females in the Kingston Prison for Women, we met with them as a group to share information and to hear their concerns. These consultations have been supplemented, and the trends substantiated, with a review of relevant literature. In approaching the design of the Program in this way we heed the advice of Harding and Matonovich (1985, p. 192). That is, to base "the program on offender needs" rather than ending up having to choose "offenders whose characteristics can be made to fit with [the] program characteristics."

Ideally the philosophy of emphasizing the importance of the individual will again be reinforced as each new resident enters the Community Training Residence. New residents will take an active role in the design and implementation of both their "CTR Plan" and their "Post Release Plan". In arguing for the involvement of offenders in "crucial decision-making about [their] own destiny", Carney (1977, p. 150) makes what might be termed an astute observation on the shortcoming of more rigid programming.

He says, "Correction cannot be superimposed: it must be adopted."

A second benefit of consultation with prospective clients in the initial phases of the Program design is the need to be constantly reminded of the goal of the Program. In reality, the initial planning and implementation phases for a Community Training Residence are overwhelmingly complicated by specific details such as site selection, building design, compliance with zoning, health and fire ordinances, furniture preferences, staff interviews, budget projections and community relations. Yet as Fox (1977, p. 75) warns:

> Beautiful buildings, new neighbours, and freedom do not automatically result in successful adjustment [for the CTR resident]...adjustment refers to social interaction with other people and really has little to do with surroundings and demographic factors other than other people...

This emphasis of the importance of social interactions to the success of the CTR Program brings to focus yet another advantage of consulting with and getting to know the client and her needs in the developmental stage of the Community Training Residence. The staff for the CTR Program must be panelled and selected well in advance of the Program start-up. An error in setting up some community-based residential programs has been the "tendency [to] simply move institutional practice[s] [and] programs into smaller, community-based units" (Fox, 1977, p. 75). While it is tempting to staff new community residences with those having extensive experience in institutional corrections, the literature reflects that it is the personal skills and abilities of those on staff that more often make a successful program.

Offenders are likely to present with a long history of being socially outcast and "...have often experienced too little goodwill and friendliness and too much rejection..." (Kirby, 1975, p. 196). Trojanowiz (1975, p. 209) refers to the "inate ability" that human beings have "to affect other human beings in many and varied ways." He proposes (p. 214) that "the major treatment device" should be

to provide positive role models with whom the residents can identify.

The ideal staff member will be able to work in a program which seeks to "minimize the past" and to maximize and reinforce the "strengths, motivation [and] capacity for change" in each individual resident (Rachin, 1975, pp. 162-163). Staff will be selected for having had relevant life experiences which give them something special to offer. Importantly, each individual staff member will in part be responsible for public relations and advocacy for the CTR Program for "delinquents and adult offenders are seldom any politician's constituency" (Van Voorhis, 1988, p. 61).

5.0 METHODOLOGY: EXTENDING AN INVITATION TO TAKE PART IN THE CONSULTATION PROCESS

> 'Often I was left alone with my sister for the whole weekend with nothing to eat...I don't have good memories of my childhood...I would like to find someone to trust...'.
>
> Resident, Pinegrove Correctional Centre

In anticipation of the consultation with a sample of prospective clients of the Community Training Residence, a comprehensive questionnaire was designed. This survey instrument included a large number of open-ended questions. In this way it was hoped that the women would be encouraged to expand upon topics that they felt were most important to them.

The open format also enabled the questions to be posed within the course of a natural conversation and allowed data to be obtained in a less threatening manner than a more rigidly structured survey instrument.

It must be emphasized that although seven to eight hundred women are incarcerated in the Pinegrove Correctional Centre each year, only about seventy are in residence at any one time. Thus our survey which was limited to "a snapshot" three week period in the summer of 1989, is more accurately described as a consultation which attempts to get a flavour of the major issues in the lives of female offenders.

The interviews were conducted on a voluntary basis. The first task involved a presentation of an overview of the Community Training Residence and its goals and objectives to the sixty-seven inmates of the Pinegrove Correctional Centre. This was made by the Gabriel Dumont Institute CTR Program Coordinator. The presentation was approximately one-half hour in length.

As the presentation concluded, an invitation was extended to each of the sixty-seven women in the room to meet privately with the Program Coordinator to discuss their individual characteristics, needs and aspirations. The women were made to understand that at some point during their sentence they would become eligible for application to the new Community Training Program. They were told that the interviews now being initiated, and their decision to voluntarily participate or not to participate in that consultation in no way would affect their eligibility to gain entrance into the CTR Program.

It was also made clear, at this point, that interviews could be stopped at any time if the participant became uncomfortable or had difficulty with the subject matter.

6.0 CONSULTATION RESPONSE RATE

> I came from a family where there was no alcohol...no physical abuse. [We were] taught to pray, to attend church on Sundays. My parents are still together...I married in 1982...had no abuse, no alcohol problems...After his death in a train accident I began drinking heavily...lost my home...spent all the insurance money..."
>
> Resident, Pinegrove Correctional Centre

Of the sixty-seven women, who were invited to be interviewed, a number were not interested in the Program. Twenty-nine of the women either remanded or not eligible for CTR Programming. Others were comfortable and secure in an institutional setting and did not want the added responsibility inherent in a community-based program.

For others, peer pressure to avoid being "a brown noser" kept them from initially volunteering to take part in the consultation.

A few volunteers did step forward that first day, however, and consultations began. It was the impression of the interviewer that these initial volunteers were those who were familiar with the sponsor, the Gabriel Dumont Institute, or had heard about the CTR in its initial stages. As word spread and people asked more questions about the CTR Program, more volunteers came forward. Some would first strike up an informal conversation with the interviewer in the hallway and only then would broach the topic of formally being included in the consultation. Others first approached Pinegrove staff, whom they knew and trusted, and only then added their name to the list for consultation.

In total, some thirty-one women volunteered to take part in the consultation. This represents an estimated eighty-four percent of the thirty-seven women who might have been eligible for entrance into the CTR, had it been operational at the time. Interviewing took a full seventeen days and individual

consultations lasted an average of two hours.

The following sections present an overview of the consultation with these thirty-one female offenders, and a review of literature relevant to their situations. Included under the headings of each section are quotations from the consultations with thirty-one women.

7.0 CULTURAL AFFILIATION OF PROSPECTIVE CTR APPLICANTS

> 'I would like to go back to the reserve. They are renovating a house for me. I would need furniture, cooking utensils...I was unable to get furniture together before being sentenced...'
>
> Resident, Pinegrove Correctional Centre

Slightly more than eighty percent of the thirty-one female offenders consulted were of Aboriginal ancestry, Table 1. This statistic is highly reflective of the over-representation of Native women in the Canadian correctional system, as a whole (La Prairie, 1984b).

TABLE 1

CULTURAL AFFILIATION, CTR APPLICANTS
(n = 31 respondents)

	Percentage
Status Indian	64.5%
Non-Status Indian	3.2%
Metis	12.9%
Other Visible Minority	0%
Caucasian	19.4%
	100%

Sadly, the problem of over-representation is not historically-based but appears to have escalated significantly in the last twenty to thirty years. For example, the first major overview of Saskatchewan Corrections, completed in 1946, made no mention of disproportionate numbers of Aboriginal offenders (Harding and Matonovich, 1985, p. 3). Historical data indicates that Natives constituted approximately twenty percent of the females incarcerated in Saskatchewan in the 1920's. However this figure had reached an alarming ninety percent by the 1970's. Corresponding statistics for proportionate incarceration of Aboriginal males in Saskatchewan for the same two time periods are somewhat lower, at five and sixty-five percent, respectively (Harding and Matonovich, 1985, p. 3).

Similar over-representation is evident in the federal penitentiary, the Kingston Prison for Women. A paper written in the early 1980's quoted Native women as representing "30.9 percent" of the penitentiary population (La Prairie, 1984b, p. 26). In September 1989, of the one-hundred women in the Kingston Prison for Women, eleven were Native offenders from Saskatchewan. One observer commented that the relatively poor economic situation of Saskatchewan Natives is contributing to this trend. These percentages are alarming when it is considered that self-identified Native people represented less than three percent of the Canadian population in 1986 (Statistics Canada, 1987).

In his analysis of the 368 women admitted to Saskatchewan Provincial Correctional Centres in 1976/77, Hylton (1982, p. 122) put these statistics into the perspective of the individual Native woman. Little statistical expertise is required to interpret his chilling observation:

> "If only the population over 15 years of age is considered, then female Treaty Indians were 131 times more likely to be admitted, while female non-status Indians and Metis were 28 times more likely to be admitted."

Implications for CTR Programming

"I really miss the north...it's quiet up there. I can understand the language..."

Resident, Pinegrove Correctional Centre

While it cannot be disputed that a Community Training Program targeted to the special needs of the female Native offender is warranted, it is important to be aware that there is not one Native "culture" but many. The programming in the CTR must be highly individualized and respect that some of the Native women will be very traditional in their beliefs and practices. At the other extreme will be the Native woman who was raised in a non-Native foster home. She may or may not wish to become

reacquainted with her heritage.

Women, in the Program, will have grown up in a large variety of settings. Those whose lives have been predominantly spent in small, rural communities and on reserves, and who desire to return to those settings, may have very different needs and sets of skills than those raised in an urban environment. Also evident is the need for programming to consider women caught between two worlds - the urban and the rural.

8.0 AGE PROFILE OF PROSPECTIVE CTR APPLICANTS

> 'I stayed in Grade 8 for three years...was finally kicked out the day my parents split up...'
>
> Resident, Pinegrove Correctional Centre

Like statistics provided in the annual profile of women in the Pinegrove Correctional Centre, the average potential CTR applicant was in her late twenties. All but thirteen percent of the respondents were under the age of forty. Table 2.

TABLE 2
AGE PROFILE, CTR APPLICANTS
(n = 3 respondents)

Age Cohort	
Under 20 years	12.9%
20 to 29 years	41.9%
30 to 39 years	29.0%
40 to 49 years	12.9%
50 to 59 years	3.3%
Average Age	28.8 years

Although young, in many instances the Pinegrove institution was yet another twist in a long history of having been in a "care" situation. The consultations with the thirty-one women show that nineteen of them (or more than 60 percent) had spent significant time 'in care' away from their parents as a child or adolescent. Thirteen of the respondents had been apprehended and detained in juvenile detention centres and six had spent their formative years in and out of foster homes. Still another had spent much of her childhood as a hospital in-patient. Three women had grown up in the homes of

relatives, either separated from their natural parents, orphaned or deserted.[1]

Fourteen of these nineteen women, who spoke of being "in care" as children, were of Native ancestry. This information is relevant in view of the statistics on Saskatchewan children "in care" highlighted by the Canadian Council on Social Development in 1983. A report by the CCSD (Johnston, 1983, pp. 37, 39) shows that sixty-two to sixty-seven percent of the 2,800 to 2,900 Saskatchewan children "in care", from 1976 through 1981, were of Aboriginal heritage. Further, in March 1981, Native children represented 76.8 percent of the children in foster homes supervised by the Saskatchewan Department of Social Services. Over ninety percent of these placements were in non-Native foster homes.

Johnston (1983, pp. 59, 60) comments on the relative devastation that childhood separation can have on the Native child:

> The effects of apprehension on an individual Native child will often be much more traumatic than for his non-Native counterpart. Frequently, when the Native child is taken from his parents, he is also removed from a tightly knit community of extended family members and neighbours...In addition, he is removed from a unique, distinctive and familiar culture...

Implications for CTR Programming

The Community Training Program will have to be cognisant of the residual effects of the young ages at which many of the residents first entered a "care" situation. In this light, Table 3, indicating the choice of person each woman would want called, in the event of an emergency, is revealing. Sixty-eight percent (or 21 of the 31 women) listed a parent, an indication that the child-parent bond is one

[1] The above statistics on specific types of "care", add up to more than nineteen as several women experienced more than one type of "care" situation.

which they still treasure or desire. For the large percentage who were separated from their parents as children there may be anger and frustration.

'Adult Child Programs' now exist to assist adult children who grew up in dysfunctional families. An adaptation of such a Program can be designed for instruction within the CTR. Re-establishing the ability to maintain intimate relationships is an important goal of this type of programming. In effect, the adult woman must learn 'to parent herself'. Most will come to the CTR with a preconceived notion of what it represents. Some will take a long time to come to trust the CTR staff and to see them as different from past authorities they have had difficulty with. Positive reinforcement and encouragement to express feelings will be an important feature of the Program.

TABLE 3

RELATIONSHIP OF PERSON TO CALL IN EVENT OF EMERGENCY, CTR APPLICANTS

	Respondents #	(%)
Mother	15	(48.4)
Father	6	(19.4)
Foster Mother	1	(3.2)
Grandparent	1	(3.2)
Sister	3	(9.7)
Aunt	1	(3.2)
Spouse/Common Law	3	(9.7)
Nobody	1	(3.2)
	31	(100%)

9.0 PARENTING RESPONSIBILITIES OF PROSPECTIVE CTR APPLICANTS

> "I find it hard to be a mom taking care of my baby's needs. I need somebody to talk to...would like my baby at the Community Training Residence...I'd like her to grow up and have what she wants, to be smart, to learn things for herself..."
>
> Resident, Pinegrove Correctional Centre

The average CTR applicant is the mother of 2.4 children, Table 4, but a third of the women (32 percent) have four or more children. Tables 5 and 6 illustrate that if the children age nineteen years and over are excluded, the average age of the women's children is very young - 5.8 years. About half of the women will regain custody of their children when their incarceration concludes, Table 7.

TABLE 4
NUMBER OF CHILDREN, CTR APPLICANTS

	Respondents #	(%)
No Children	7	(22.6)
One Child	5	(16.1)
Two Children	4	(12.9)
Three Children	5	(16.1)
Four Children	6	(19.0)
Five Children	3	(10.1)
Six Children	0	0
Seven Children	0	0
Eight Children	1	(3.2)
	31	(100%)

TABLE 5

STATISTICS ON CTR APPLICANTS WITH CHILDREN

Average Age of All Children (9.5 years)
Average Age of Children, 18 yrs. and less (5.8 years)
Percentage of Women with Infants, 0-2 yrs. (35.5%)
Percentage of Women with Preschoolers, 0-4 yrs. (41.9%)
Percentage of Women with Elementary Schoolers, 5-13 yrs. (48.4%)
Percentage of Women with Teenagers, 14-18 yrs. (12.9%)
Percentage of Women with Grown Children, 19 + yrs. (12.9%)
Percentage of Women with Children 2-18 yrs. (71%)
Percentage of Women with School-aged Children, 5-18 yrs. (48.4%)

TABLE 6

CTR APPLICANTS' CHILDREN BY AGE

Age	Children #	(%)	
Under 1 year	3	(4.2)	INFANTS 19.7%
1 year	2	(2.8)	
2 years	9	(12.7)	
3 years	4	(5.6)	PRESCHOOL 9.8%
4 years	3	(4.2)	
5 years	2	(2.8)	
6 years	6	(8.5)	
7 years	1	(1.4)	YOUNG SCHOOL
8 years	5	(7.0)	AGE 29.8%
9 years	1	(1.4)	
10 years	6	(8.6)	
11 years	3	(4.2)	
12 years	3	(4.2)	ADOLESCENT 15.4%
13 years	4	(5.6)	
14 years	1	(1.4)	
15 years	2	(2.8)	
16 years	1	(1.4)	TEENAGE 8.4%
17 years	2	(2.8)	
18 years	1	(1.4)	
19 years and over	12	(16.9)	ADULT 16.9
TOTAL	71	(100%)	

TABLE 7

CUSTODY STATUS OF CHILDREN OF CTR APPLICANTS

Custody Status	Respondents #	(%)
Respondent will regain Custody upon Release	12	48%
Mixed Custody Arrangement	1	4%
Respondent has Lost Custody	5	20%
Child(ren) Apprehended and Adopted	3	12%
Awaiting Custody Hearing	1	4%
Children All Grown Up	1	4%
Custody Status Unknown	2	8%
TOTAL	25	100%

Implications for CTR Programming

> "When she and her husband broke up, she found her children were becoming stubborn, wouldn't listen...They had a hard time accepting their dad's separation..."
>
> Resident, Pinegrove Correctional Centre

The young ages of the women in residence, and of their children, make parenting techniques an integral part of the skills the women may need to attain during their stay at the Community Training Residence. It will be very common for pregnant women and newborn infants to be in residence of the CTR, and this will have to be carefully considered in the development of a Program. Cribs, and baby equipment will be considered as part of the capital expenditure budget and the development of a child-infant supplementary programming must be undertaken. Use of community prenatal programming, such as Healthiest Babies Possible, will be encouraged.

Pregnant women will be particularly vulnerable to drugs and alcohol. A 1989 survey of residents of Pinegrove Correctional Centre found that 74 percent of those who had been pregnant, drank or used non-prescription drugs during pregnancy.

The mothers' histories of incarceration, custodial orders and impending apprehension orders will mean that the CTR programming, as it relates to the mother's ability to care for her children, often will be dictated by outside agencies and family courts. Among others, areas of concern to these authorities relative to care of children, will include parenting techniques, addiction treatment and visitation priveledges.

A related concern will be that history may be repeating itself in the "care" situations of the children of these residents. Table 8, following, enumerates the living situations of the seventy-one children of the thirty-one women consulted. Already nineteen (or 31%) of the sixty-one children age eighteen and under, have been permanently adopted or placed in foster homes or juvenile detention centres. Two of the ten grown children are now serving time in correctional institutes.

Only fifteen of the sixty-one children who are under the age of nineteen, are living with their father. Clearly, for the majority of these young children, their mother's incarceration represents the absence of both parents from their daily lives. Other disruptions in the life of a child, whose mother is incarcerated, may include separation from siblings, a change in schools, and a change in housing and household composition (Stanton, 1980).

TABLE 8

CURRENT LIVING SITUATION OF CHILDREN OF CTR APPLICANTS

Living with Grandparents	19 children
Living with their Father	15 children
Living with Other Relatives	8 children
Living in Foster Home	14 children
Permanently Adopted	4 children
Living in Juvenile Detention	1 child
Grown and Living on their Own	8 children
Grown and in Correctional Institute	2 children

This is not the first time statistics such as these have come to light. A 1983 study of incarcerated women in Alberta, found that more than half of the children who were living with their mother before her apprehension, were taken into the care of the provincial department of Social Services (C.A.E.F.S., 1987, p. 6). Birkenmayer and Jolly's study (1981, p. 14) of Native inmates in Ontario shows that twenty-five percent of the females interviewed, had children in the care of the Children's Aid Society. These author's aired a further concern (pp. 24, 25) that the families of Native inmates are often impoverished and located significant distances from the place of confinement. Few received visitors because their families were some distance from the correctional centre and some could not afford the trip and an overnight stay.

Telephone access to children may also be quite limited. A recent study of almost five hundred Native households in Saskatchewan, by the Senior Citizens' Provincial Council (1988, p. 28), discovered that over thirty percent did not have telephones.

A number of the women in the current consultation regretted that their incarceration had necessitated the return of their children to an ex-spouse with whom they were not on good terms. The Elizabeth Fry Society (1987, p. 6) observes that:

> When a woman is imprisoned without the opportunity to ensure adequate care for her children, undue psychological stress arises which may create emotional problems, a lack of interest in prison programming and further, affect her ability to adjust to prison life and to society upon release.

In 1983, the Saskatchewan Minister of Social Services appointed an Advisory Council on Child Protection. Among the briefs presented to this Council, one from the Prairie Justice Research Centre at the University of Regina considered the dilemma of child care for incarcerated females. They wrote: 'what provision for the care of children and financial and emotional support of surrogate caregivers is offered?...' (Harding and Matonovich, 1985, p. 178). More recently, in 1988, the problem gained attention at the Federal level. In the Task Force Report on Aboriginal Peoples in Federal Corrections a recommendation has come forth stating that:

> Because of the geographical distribution of women incarcerated in the Prison for Women, ways must be found to increase the opportunities for incarcerated women to meet regularly with their families.

In the meantime, until monies become available to assist the interaction of incarcerated women with their children, by providing such things as travel and sustenance subsidies to families, programming in Community Training Residences such as ours must address the issue in innovative and cost-efficient ways.

If meetings with children are limited then the time spent visiting their mothers must be very special. Stanton's (1980, p. 129) study of the children of incarcerated mothers, concluded that visits with children are "generally unsatisfactory" if there is not an opportunity for physical gestures such as hugging and intimate conversations. A separate suite within the Community Training Residence where children can stay with their mother over a weekend is a high priority. So too are other "extras" within the CTR environment which might make the children feel very welcome. Used toys and children's clothing donated by the community can go a long way in bringing the world of the CTR down to the

child's level. A special little gift (even if a used toy or item of clothing), or a polaroid snapshot from the mother as the child leaves the CTR, might serve to close the physical separation with an emotional warmth until her return.

10.0 THE INFLUENCE OF ADDICTIONS ON THE LIVES OF POTENTIAL CTR APPLICANTS

> My kids are really good girls. I worry about how they feel about me. I am away a lot. especially when I am drinking...I just worry that they won't trust me as I have let them down before..."
>
> Resident, Pinegrove Correctional Centre

Studies have shown that alcohol figures prominently in the crimes of Canadians. One survey found that as many as 79 percent of offenders interviewed had been under the effect of alcohol or drugs on the day of their offence (Fullerton, 1989, p. 5).

A report in 1982 undertaken by the Ontario Native Council on Justice showed that Native women had twenty-five times as many admissions for liquor offenses as might be expected (Havemann et al, 1985, p. 79). Further, Birkenmayer and Jolly's (1981, p. 10) interviews with Native inmates in Ontario discovered that as many as eighty percent "admitted alcohol contributed to their first difficulty with the law."

The lives of the thirty-one women consulted have been touched and devastated by chemical addictions. More than half (18 women) volunteered the information that they had grown up the child of an alcoholic(s). Of these eighteen women, five had two parents with alcoholism problems; eleven had an alcoholic father and two had an alcoholic mother.

Much has been written of the effects of alcohol on the lives of families. Lack of employment, poverty, poor housing and social discrimination are all factors which play an important role in both the cause and effect of alcohol. Families of alcoholics may experience a vicious cycle of despair and children may be exposed to major stresses at a young age. The availability of alcohol in the home, peer pressure, school failure and access to 'street life' were all factors mentioned by the women as having

influenced their own initiation to alcohol and drugs.

Table 9 profiles the experiences with drugs and alcohol of the thirty-one women consulted. Current personal chemical addiction problems are a concern to eighty-one percent of the women interviewed. The average respondent first began experimenting with these chemicals at about fourteen or fifteen years of age. Seventeen of the thirty-one women stated that they became seriously dependent on drugs and/or alcohol during their teenage years. Significantly, thirteen of these seventeen teenage addicts were among the eighteen women who also had alcoholic parents.

TABLE 9

ADDICTION PROFILE, CTR APPLICANTS

. Average Age of First Drink	14.3 years
. Average Age of First Drug Use	15.6 years
. Have Current Problem with Alcohol	64.5%
. Have Current Problem with Drugs	41.9%
. No Current Addiction Problems	19.4%
. Have Undergone Past Drug/Alcohol Treatment	52%

For the forty-two percent of the women having problems with drugs, marijuana, Talwin, Ritalyn and Fiorinal are the most common drugs used, Table 10. Drugs of choice, on the street, are often prescription drugs because they have increased mood-altering properties and are generally considered to be "clean". Many non-prescriptive street drugs, for example, contain substances such as talcum powder and icing sugar. Patterns of drug usage change from time to time depending upon availability. In Saskatchewan, the recent implementation of computers in pharmacies and triplicate copies of prescriptions for potentially abusive drugs may cause a shift in street drug patterns.

Involvement in drug use automatically means involvement in criminal activity as it is illegal 'to possess.' In order to protect and maintain a steady supply of drugs a women must sell and involve herself with dealers and distributors.

TABLE 10

ADDICTIVE DRUGS USED BY CTR APPLICANTS

	% Of Applicants (n = 31)
Marijuana	52%
Talwin	42%
Ritalyn	39%
Fiorinal	26%
Valium	19%
Cocaine	13%
L.S.D.	13%
Codeine	10%
Seconals/Yellow Jackets	7%
Inhalents/Solvents	7%
Darvon	3%
Heroin	3%
MDA	3%
Psilocybin	3%

Implications for CTR Programming

"Childhood was good except when mom drank. She never really kept us...my aunt brought me up...When I was nine she sent me and my brother to a foster home..."

Resident, Pinegrove Correctional Centre

A survey of treatment programs available to Saskatchewan residents shows that only six (out of approximately twenty-five) will currently admit clients from jails and correctional facilities including the CTR. All of these centres use a quota system for justice referrals limiting the number of 'clients under sentence' to two at any one time. The Gabriel Dumont Community Training Residence will be competing for beds in these treatment programs against other facilities with clients under sentence including male Community Training Residences, the parole and probation systems, young offenders programs and others.

As well, most addiction treatment programs are between three and four weeks in duration. They are designed to deal with only the alcohol/drug problem and are not equipped to deal with additional issues facing the female CTR clients such as financial problems, and accessing housing, education and employment. Thus they are not a substitute for the CTR Program. The Community Training Residence must therefore establish a good working relationship with the addiction treatment community. Ideally this will allow for three to four weeks of intensive addiction treatment to occur at the beginning of a resident's six week to six month stay at the CTR. The Community Training Residence can then function as a 'half-way' facility to reinforce the goals of addiction treatment.

Programming at the Community Training Residence will enable women to become involved and familiar with the addiction support community including Alcoholics Anonymous, Narcotics Anonymous, Al-Anon, Adult Children of Alcoholics Programs and others.

The Community Training Residence will enforce a 'No Alcohol or Drug' rule and any failure to comply with this rule will result in immediate dismissal from the CTR and return to secure-custody incarceration.

The Community Training Residence has also developed a relationship with the Community Clinic in Saskatoon that will be serving the medical needs of the women. Doctors at the clinic will be advised to avoid prescription of mood-altering drugs to the CTR clients.

11.0 PHYSICAL HEALTH, CTR APPLICANTS

Twenty of the thirty-one women consulted (65 percent) are limited by a chronic on re-occurring physical problem, Table 11. In addition, seven of the women are in need of dental treatment. It is also anticipated that there will always be one or two of the fourteen residents who will be requiring pre or post natal care.

TABLE 11

PHYSICAL/HEALTH LIMITATIONS, CTR APPLICANTS

Limitation	# of Respondents
Foot/Leg/Back Disorder	5
Asthma/Respiratory Disorder	6
Previous Suicide Attempt	3
Sleeping Problems	1
Circulatory/Blood Disorder	2
Disorders of Internal Organs	
- Heart Problems	1
- Liver Damage	1
- Kidney Disease	1
Sensory Disorders	
- Hearing Impaired	1
- Sight Impaired	1
Arm/Hand Disability	2
Diabetic	1
Thyroid Disorder	1

Implications for CTR Programming

Medical information on all clients of the CTR will be transferred, with their permission, to the Community Clinic in Saskatoon which will be under contract to provide medical services to the CTR. Women in the CTR can request a medical appointment but if pregnancy or a chronic ailment requiring regular medical attention exists, then regular visits to the Clinic and adherence to the prescribed treatment will part of the woman's CTR Program.

In the Community Clinic six doctors, including five female doctors, have been assigned to treat clients of the Training Residence. A meeting with these doctors and social workers at the Clinic has been held to apprise them of the special needs of the female offenders in the CTR Program. In addition a specialist in high risk pregnancy who currently works two days a week with 'street people' is available for use by CTR clients.

The Community Clinic will provide information sessions for the CTR residents on topics such as nutrition, stress, contraception and self-esteem. These sessions will be delivered in the Training Residence by staff from the clinic.

On-site services for medical emergencies and home visits will also be provided to the CTR residents by staff of the Community Clinic.

Women in the CTR Program will be encouraged and sponsored to attend local health conferences and lectures.

Other services to be provided to the CTR under the Community Clinic Program include those of a Nutritionist, Hearing Clinic, Social Workers, Psychiatrist, an Optometrist and a Pharmaceutical

Dispensary.

The CTR staff have not yet established a dentist to be associated with the Program but will be approaching a couple of firms that have been recommended. Women also will be able to use their own dentists providing the CTR staff has discussed the avoidance of prescription of mood-altering drugs with the dentist.

Finally, as the majority (66 percent) of potential CTR applicants smoke (average age started smoking 13.4 years) education sessions on smoking and firm rules on no smoking in bedrooms or in the dining room during meals will be incorporated into the Program.

12.0 MARITAL PROFILE AND PSYCHOLOGICAL NEEDS OF POTENTIAL CTR APPLICANTS

> "She married at age 16...feels she did it 'cause everyone else was getting married- a whim...
>
> Resident, Pinegrove Correctional Centre

One half of the thirty-one women consulted came from a home where their parents' marriage had failed, generally before they were ten years of age. Families experienced hardship as there were commonly a large number of children to clothe, feed and educate. As indicated in Table 12. below, the average respondent came from a sibline of 6.5 children.

TABLE 12

NUMBER OF SIBLINGS, CTR APPLICANTS

	Respondents #	(%)
Applicant An Only Child	2	(6.5%)
Two/Three Children in Family	4	(12.9%)
Four/Five Children in Family	6	(19.4%)
Six/Seven Children in Family	10	(32.3%)
Eight or More Children in Family	9	(29.0%)
	31	(100%)

The families in which the women grew up faced tragedies and stresses of great magnitude. Twenty-four, of the thirty-one women consulted, experienced one or more of the following events during their childhood or adolescent years:

Death of one or both parents (3 women)

Physical violence in the family (10 women)

Invalid parent (5 women)

Violent/Accidental death of close family member (8 women)

Teenage prostitution (8 women)

Alcoholic parent (18 women)

The majority of the women interviewed were still children themselves when they left home and started their own families. Seventeen of the twenty-four women who now have children, had their first child before the age of twenty.

The women interviewed have, like their parents, suffered a high rate of marriage breakdown. Table 13 shows that only seven of the thirty-one women are currently married or in a stable common-law situation. Only a small minority of three women have never been married nor lived in a common-law relationship.

TABLE 13

CURRENT MARITAL STATUS, CTR APPLICANTS

	Respondents #	(%)
Single, Never Married Nor Common Law	3	(9.7)
Single, One Past Common Law	14	(45.1)
Divorced	3	(9.7)
Separated	1	(3.2)
Widowed	3	(9.7)
Married	3	(9.7)
Common Law	4	(12.9)
	31	100%

When discussing the reasons for their failed relationships, the majority listed chemical addictions of both themselves and their spouse(s), (Table 14). As well, eighty-three percent mentioned physical abuse by their spouse as a critical factor in the break up of their relationship.

TABLE 14

MOST COMMONLY CITED REASONS
FOR FAILURE OF MARRIAGE(S)/COMMON LAW RELATIONSHIP(S)
BY CTR APPLICANTS

(n = 18 respondents)

Reasons Given	% of Respondents
Spouse Chemically Addicted	94%
Chemical Addictions of Respondent	50%
Physically Abused by Spouse	83%
Incarceration(s) of Spouse	22%
Incarceration(s) of Respondent	33%

It has only been in the last nine or ten years that the problems of wife assault and family violence have reached widespread recognition in Canada. A renowned 1980 report published by the Canadian Advisory Council on the Status of Women underscored the extent of the problem. It estimated that as many as ten percent of Canadian women suffer physical abuse at the hand of their partner (Boyd, 1985).

More recently, a representative survey of family violence in Alberta has shown that for young women, in the eighteen to thirty-four year age bracket, as many as one in five may be experiencing victimization (Kennedy and Dutton, 1987).

The literature shows that a lack of alternatives may cause many victims of wife assault to continue to live at home (U.S. Commission on Civil Rights, 1982). In this unprotected environment the woman exposes herself to the risk of more attacks. A survey of residents in a transition house in Regina indicates that the women had been physically abused an average of twenty-eight times (P.L.E.A. Saskatchewan, 1987, p. 1). The young ages of the women in our consultation when they assumed the responsibilities of motherhood, and their own disrupted childhoods, may have caused them to hesitate to leave the relationship. Research has shown that for some women, self-esteem is so low that they begin to believe that they deserve the abuse. For others the confusion of having an abusive partner who is sometimes warm and caring fuels hope that someday they too will have a loving family relationship (Sinclair, 1985; P.L.E.A. Saskatchewan, 1987). As one woman in our consultation said, "I never really believed he would ever stop loving me."

Native women who are caught in the cycle of family violence may be especially vulnerable. Low levels of education and a lack of personal financial resources may serve to make them dependent upon social assistance if they choose to escape. Past experiences may lead them to be "distrustful of the criminal justice system" and of social service agencies who may try to apprehend their children

(MacLeod, 1987, p. 24).

Alcohol and drugs may be turned to as coping mechanisms by the victims of family violence. MacLeod's (1987, p. 31) national survey of transition houses identified fourteen percent of the residents as having a history of alcohol abuse and eight percent a past or present drug dependency. Ironically, the profile of addictions, among the women consulted, could have been a significant factor in potentiating their dependence upon their abusive spouse.

Implications for CTR Programming

> "Father died when I was young. Mother raised us alone...[we were] really poor - lived in the bush for a while...food was sometimes given to us by hunters, trappers..."
>
> Resident, Pinegrove Correctional Centre

The stability of the family environment to which the offender is released is known to be one of the crucial elements in the eventual likelihood of the offender's recidivism (Moos and Moos, 1975, p. 265). The post-release period is one where major adjustments must be made by the offender to overcome the effects of incarceration including lowering of self-esteem, increased dependency needs, loss of a sense responsibility and renewal of family contacts (Fox, 1977, p. 63). Solomon (1977, p. 227) states that if:

> "...the goal of contemporary corrections is to prepare the individual to lead a law-abiding life...the reduction in crime cannot be accomplished by classical methods of locking a man up and ignoring his personal, family and social problems".

Table 15, following, illustrates that approximately seventy percent of the thirty-one women consulted plan to live with relatives upon their release.

TABLE 15
PERSON(S) THEY WILL LIVE WITH AFTER COMPLETION OF CTR PROGRAM

	Respondents #	(%)
Will Live Alone	5	18.5%
Will Live Alone With Children	9	33.3%
Will Live With Spouse/Common Law	3	11.2%
Will Live With Spouse & Children	1	3.7%
Will Live With Parent(s)	4	14.8%
Will Live With Parent(s) and Children	2	7.4%
Will Live With Other Relatives	1	3.7%
Will Live With Friends	1	3.7%
Group Home, YWCA etc.	1	3.7%
	27	100%

As only seven of the thirty-one women have chosen not to return to their "home" community after their release, one of the important goals of the CTR Program will be to equip these women with new skills to improve the quality of their existing family and social relationships. Effective, short-term programming will be needed in the areas of:

- Abuse relationships - breaking the cycle of violence and knowing how to access community resources to get help and to know their legal rights.
- Assertiveness Training.
- Sexuality, Intimacy and Communications.
- Parenting Skills.
- Accessing counselling from outside agencies such as social workers, marriage counsellors, legal aid etc.
- Co-dependency counselling for those who live with an alcoholic/addict.

The Community Training Residence will provide an important supportive setting for female offenders to begin to express themselves and to try out newly attained social and communication skills. Learning to constructively plan and use unstructured, free time is another way to relieve the stress in the lives of the women. While a six week to six month stay at the CTR may be too short for the establishment of permanent friendship bonds, recreational activities and leisure skill development should be encouraged to enable the women to learn to participate in enjoyable team activities. As well, in-house programming can assist in the development of individual hobbies and crafts, many of which can promote the Native heritage of the women.

Table 16 lists the most popular craft, sport and entertainment activities enjoyed by the thirty-one women interviewed. This information can be used to plan initial recreational programming for residents of the CTR. Community volunteers having skills in these areas can be encouraged to assist with this recreational programming.

TABLE 16

CRAFT ACTIVITIES ENJOYED BY THREE OR MORE CTR APPLICANTS

	Respondents # (n = 31)	(%)
Beading	8	(26%)
Sewing	8	(26%)
Crocheting	6	(19%)
Leather Work	3	(10%)

SPORT ACTIVITIES ENJOYED BY THREE OR MORE CTR APPLICANTS

	Respondents # (n = 31)	(%)
Baseball	18	(58%)
Volleyball	12	(39%)
Swimming	11	(36%)
Basketball	6	(19%)
Horseback Riding	4	(13%)

TYPES OF ENTERTAINMENT ENJOYED BY THREE OR MORE CTR APPLICANTS

	Respondents # (n = 31)	(%)
Visiting	7	(23%)
TV/Movies	6	(19%)
Dancing	6	(19%)

13.0 SPIRITUALITY NEEDS OF POTENTIAL CTR APPLICANTS

Spirituality is another area where personal growth of the female offenders may be stimulated by the CTR Program. Table 17. below, displays the widely varying religious affiliations of the women interviewed. About twenty percent of the women do not wish to actively pursue spiritual practices and the Program should respect this.

TABLE 17

RELIGIOUS AFFILIATION, CTR APPLICANTS

Religion	Practising	Non-Practising
Native Spirituality*	11	0
Roman Catholic	5	4
Baptist	0	2
Anglican	1	0
Mormon	1	0
Pentecostal	1	0
Evangelical	1	0
Presbyterian	0	1
United	0	1
No Affiliation	7	

*Three of the eleven respondents who practice Native Spirituality are also practising Roman Catholics while another is also practising the Mormon faith.

Implications for CTR Programming

> 'I think its important to have access to sweetgrass - a protected area to keep the sweetgrass from being contaminated. I would like to see a quiet room as part of the plan..."
>
> Resident, Pinegrove Correctional Centre

The wide variation in specific religious affiliations of the women who are actively practising their faith demonstrates the importance of encouraging participation with clergy and churches in the surrounding community. Women may wish to remain an anonymous member of a community church congregation or they may prefer to become active in church activities. The role of the CTR Program would be to have information regarding community churches and related activities available for new clients of the Residence. Clergy will be invited to deliver in-house lectures on topics relating to spirituality, for both staff and residents, and may be called upon for specialized areas such as grief counselling.

Respondents, as indicated in Table 17, are keenly interested in practising Native Spirituality. A room in the Community Training Residence will be set aside to host special ceremonies such as the burning of sweet grass and Elder visitations. As well, women will be supported in their efforts to partake in Native spiritual ceremonies and cultural events such as "sweats", pow wows, 'Back to Batoche Days' and Sun Dances.

In addition, Church congregations may prove valuable resources for the collection of clothing, toy and furniture donations for the new Residence.

14.0 EDUCATION LEVELS OF POTENTIAL CLIENTS OF THE COMMUNITY TRAINING RESIDENCE

> 'I could have done better if I hadn't started hanging around with a crowd that drank and did drugs...I'd like to go back to school. I started upgrading once and really did well but had problems with babysitting and money..."
>
> Resident, Pinegrove Correctional Centre

The educational achievement level of Native people in Saskatchewan falls well below that of the non-Native population. As a result, Native people are proportionately under-represented in both K-12 and post-secondary educational institutions (G.D.I., 1988).

Statistics provided by the Saskatchewan Department of Education (1985), show that only sixty-one percent of Native youth, in the age cohort of five to nineteen years, are in school. Further, ninety percent of Native youth do not complete high school, and it is estimated that forty-five percent of Native people have less than a grade nine education, the criterion for functional literacy.

The Inner-City Drop-Out Study undertaken by the Saskatchewan Department of Education, in the early 1980's, shows a distinct difference in the highest grade level achieved by Native and non-Native school drop-outs. Close to "sixty percent of Status Indians and nearly one-half of all Metis/Non-Status Indian drop-outs withdraw during...grades seven to nine." Only twenty-five percent of non-Native drop-outs leave school this early (Saskatchewan Human Rights Commission, 1985, p. 11). The low grade level attained by many Native students who leave school early has direct implications for adult upgrading. It is not uncommon for the Native adult to require a complete high school program rather than just grade 11 or 12 upgrading.

In a 1985 presentation to the Human Rights Commission (1985, p. 37) on Educational Equity for Native children, the North Saskatchewan Alternatives to Urban Re-Entry Inc. brief in part read:

> ...it is suggested that 90% of children absent from the school system have graduated into the only system designed to accommodate them - the correctional system...This process of de-education young Native children find themselves in, is not only a waste of people's lives but also a waste of taxpayer's money. For it surely costs more to incarcerate a person than it would to educate him or her...

Table 18. following, displays the highest level of education achieved by the thirty-one potential CTR applicants. Only two women had graduated from an academic grade 12 program. Although fourteen of the women had either challenged G.E.D. examinations, to achieve their grade 11 or 12 equivalencies, or had pursued A.B.E. upgrading, the overall sample presents with an average grade level of 9.1.

General testing conducted on the Pinegrove population indicates that scores achieved through C.T.B.S. testing of the women were really equivalent to an actual skill-level of Grade 5 or 6 even though a woman may have completed Grade 8 or 9.

TABLE 18

HIGHEST LEVEL OF EDUCATION, CTR APPLICANTS

Highest Grade Level		# of Respondents	(%)
Grade 4 or less		1	(17%)
Grades 5 to 8		4	
Grade 9	- Regular	5	(24%)
	- A.B.E.	2	
Grade 10	- Regular	1	(24%)
	- A.B.E.	6*	
Grade 11	- Regular	2	
	- A.B.E.	1	(17%)
	- G.E.D.	2*	
Grade 12	- Regular	2*	
	- A.B.E.	1	(17%)
	- G.E.D.	2	

*One in each of these three categories has attained a college or technical certificate in addition to this grade level. These included a cooking certificate, a business college certificate and a Home Economics certificate. Two have worked in the profession for which they were trained.

Like other offenders studied (Sullivan, 1975, p. 232) the employment records of the thirty-one female offenders are "spotty" with a predominance of low skill occupations, frequent job turnover, welfare dependency and unemployment. Table 19 below, shows that of twenty-three jobs the women had been employed in, and for which they gave the length of that employment, only one lasted longer than a year.

TABLE 19

LENGTH OF TIME EMPLOYMENT POSITIONS OF CTR APPLICANTS LASTED

	# Jobs
Under 3 months	0
3 to 6 months	11
7 to 11 months	3
One year	8
Two years	0
Three years	1

Fully thirty percent of the women interviewed had never had a formal paid employment position. For those that had worked, the two most common job categories were waitresses and chambermaid/housekeepers, Table 20. These statistics are not isolated to the incarcerated Native female population but are not unlike those in Hull's (1983) survey of 182 Native women living in the City of Winnipeg. Approximately forty percent of the Native women interviewed had never held paid positions and over one-half of those who were employed held sales, service or clerical positions.

The result of this under-employment is evident in the comparative incomes of Native and non-Native women. In 1980, Native women who were employed earned 71.7 percent of the average income of non-Native women (Saskatchewan Human Rights Commission, 1985, p. 8). A prison record will be yet another deterrent to obtaining ready employment.

TABLE 21

EMPLOYMENT HISTORY, CTR APPLICANTS
(n = 30 respondents)

	Respondents #	(%)
Have Never Had Formal, Paid Employment	9	(30%)
Waitress	8	(27%)
Chambermaid/Housekeeper/Janitor	8	(27%)
Store Clerk	6	(20%)
Secretary/Clerical	4	(13%)
Dry Waller	2	(7%)
Cook	2	(7%)
Bartender	2	(7%)
Babysitter	2	(7%)
Farm Labourer	1	(3%)
Visiting Homemaker	1	(3%)
Rug Cleaner	1	(3%)
Factory Worker	1	(3%)
Telephone Solicitor	1	(3%)
Desk Clerk	1	(3%)
	40 JOBS	

Implications for CTR Programming

Concern must be raised regarding the types of positions the women have been employed in previously, and the health limitations of the women. Minimum wage jobs such as waitressing frequently offer little room for advancement and also can be physically exhausting. As indicated in an earlier section of this report, the majority of women interviewed were single mothers of infants and

young children. Thus time spent at home will also be physically and emotionally strenuous.

The future career hopes of the women, and the strong motivation of many to look at areas previously out of their reach, is encouraging as offenders are sometimes too afraid to risk upward social mobility because it is stressful (Sullivan, 1975).

Sandeman (1981, p. 387) comments on the lack of opportunity for educational advancement for incarcerated women in Canada only eight years ago. She says:

> Two truisms about prison programs for women. One: The relatively small number of female prisons in Canada has always been seen as a barrier to the provision of varied or innovative programs. Two: Women's prisons everywhere provide hairdressing programs.

The women interviewed show a strong desire to pursue future career and educational goals well above the qualifications they now hold. Table 22 illustrates that the majority who wish to pursue a career, want to enter a human services/social work type field. This is perhaps indicative of the willpower and determination of these women to use their negative experiences in life to the betterment of others.

TABLE 22

FUTURE CAREER GOALS, CTR APPLICANTS

	# Respondents
Motherhood, no outside employment	5
Undecided	3
Social Worker	3
Work with 'Street' Children	3
Work with Children	1
Work with Seniors	2
Lawyer	1
Work in Human Justice Field	1
Accountant	1
Cosmetology/Hairdresser	4
Cook	1
Secretary	1
Mechanic	1
Truckdriver	1

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* Some applicants listed more than one career choice.

As indicated in Table 23, very few will be able to directly enter their chosen career training without some type of preparatory upgrading at the high school level. Even three of the five women who target motherhood as their priority right now, would like some type of formal life skills and/or addiction instruction. Many will have to establish competencies in all of the basic core areas.

TABLE 23

FUTURE TRAINING PLANS, CTR APPLICANTS

1.	Desire High School Upgrading Only		
	Starting at Grade 9 Level	2	
	Starting at Grade 10 Level	2	
	Starting at Grade 11 Level	4	
	Starting at Grade 12 Level	1	
			9
2.	Desire Technical/College Level Training		
	Upgrading Needed First	3	
	Can enter without Upgrading	2	
			5
3.	Desire University Level Training		
	Upgrading Needed first	5	
	Can enter without Upgrading	1	
			6
4.	Set Motherhood as a Priority Right Now		
	Desire no additional training	2	
	Desire Life Skills, AA Courses	3	
			5
5.	Want only Life Skills and Other types of Counselling		2
6.	Have adequate training for desired career		1
7.	Undecided about future plans		3

No doubt the road back to education and acquiring the literacy skills necessary to achieve that education will be a struggle for many of the female offenders. Years away from school, poor socio-economic circumstances and low skilled jobs have resulted in a high percentage (45%) who limit their reading to magazines, Table 24. Only three of the thirty-one respondents enjoy reading newspapers. Aboriginal women are often multiple victims of the system. A "reading culture" has been imposed upon their traditional "oral culture". Thus it will be important to be aware of different learning styles

and to incorporate oral traditions into the CTR Programming.

TABLE 24

READING PROFILE OF CTR APPLICANTS
(n = 27)

	Respondents #	(%)
Never Read	3	(11%)
Only Read Magazines	9	(33%)
Magazines Listed By Three or More Respondents		
National Enquirer	10	(37%)
New Breed	4	(15%)
Cosmopolitan	4	(15%)
Like to Read Newspapers	3	(10%)
Like to Read Time, McLeans	2	(7%)
Type of Books Most Enjoyed (N = 15)		
Mystery Novels	8	(30%)
Romance Novels	6	(22%)
Non Fiction Novels	7	(26%)
Educational Materials	3	(10%)

Math skills are another area where in-house CTR programming can be made available. Following food recipes and ordering inventories of supplies for the Training Residence, for example, offer practical methods of teaching lessons in metric conversion. Trojanowicz (1975, p. 214) emphasizes the importance for staff in a community training facility to recognize that:

> ...treatment does not necessarily mean a clinical setting and the use of psychological jargon. Treatment can be taking a [young offender] shopping for clothes, giving him advice on dating or helping him with his homework. Treatment can take place over a pool table or at the dinner table. In other words, treatment is considered anything that relates to the boy's total life process...

Although the necessity of developing literacy skills and basic high school competencies in the CTR population is evident, the greater challenge will be to guide the residents onto educational and career paths which will serve them well in the labour market of the future. While demographics dictate that Native people may provide as much as 25 percent of the future labour force, recent forecasting by Employment and Immigration Canada (1989, p. 1) implies that technological advancement also means that workers will need to be multi-skilled and solidly educated in order to take advantage of the new job opportunities:

> Between now and the year 2000, almost half of the new jobs will require more than five years of combined education and training beyond the completion of high school.

The Community Training Residence Program will assist those interested in continuing their education to review academic and training options which might be available. As an educational institute, the Gabriel Dumont Institute has more than 100 staff resource people in communities across the province. This network of educational specialists can assist the women in their choice of academic upgrading. If required, women will be assisted in completing resumes and application forms. Those CTR residents who require more in-depth information before deciding on a career and/or academic course, will be encouraged to enrol in pre-career classes offered through Canada Manpower and other agencies.

One important goal of CTR programming is to have a pool of employers in the community who are willing to take on residents in short and long-term apprenticeships. These jobs will suit those residents whose wish to secure immediate employment and relevant on-the-job skills. Restaurant catering initiatives are being reviewed as are opportunities in cottage industries such as a small mattress-making factory. Cottage industries are ideal for short-term placement as their labour needs fluctuate with demand, and workers are commonly required to learn many aspects of the business.

All women will benefit from 'in-house' CTR programming geared to basic job readiness training such as interview skills and the use of urban bus systems. A clothing depot is being established at the CTR to ensure that women may borrow suitable interview and career clothing. Already the need for warm winter coats for those who must transfer buses on their way to work has become evident.

15.0 RESIDENTIAL NEEDS OF CTR APPLICANTS AFTER THEIR COMPLETION OF THE PROGRAM

> I find I move when I am getting into trouble..."
>
> Resident, Pinegrove Correctional Centre

The literature reviewed did not discuss the impact of relocation on the offender after released from a community-based program and the effects of the post-release community on recidivism. However James (1975, p. 156) does raise:

> ...[the] theoretical question of whether an ex-convict is more readily rehabilitated in his home town or in a community where he is less well known.

Of the thirty-one women consulted, the majority (68%) considered one of the three municipalities of Saskatoon, Regina or Prince Albert their 'Home Community', Table 25.

Very few women (five out of thirty-one) did not wish to return to their 'Home Community' upon release.

TABLE 25

HOME COMMUNITY OF CTR APPLICANTS
(n = 31)

Saskatoon	29%
Regina	39%
Prince Albert	10%
Yorkton	3%
Lloydminster	3%
Moose Jaw	3%
Swift Current	3%
Towns/Hamlets/Villages	7%
Reserves	3%

Implications for CTR Programming

The 'Home Community' profile of the women consulted may foretell some important implications for the CTR Program. Many are running from past abusive relationships, from drug connections and from life on the streets. In fact, at least twenty-one or the thirty-one women interviewed have moved in the past to escape abusive partners and criminal activity. Staff must work with the women to determine how they might best avoid the security problems they have had in the past.

With respect to the theoretical question of whether a female offender is better to return to her 'Home Community' or to look for a fresh start, some other factors must be considered. Table 26, following, shows that one half of the women interviewed have never had a place to call "home" for more than two years at a time during their entire life.

TABLE 26

LONGEST TIME LIVED IN ONE HOME, CTR APPLICANTS

Length of Time	Respondents (n = 22)
Under One Year	31.8%
One to Two Years	18.2%
Three to Four Years	18.2%
Five or More Years	31.8%

Although our sample is small, the high mobility of the women collaborates closely with other studies of Saskatchewan Native households. In 1984 the City of Regina Planning Department (1984, pp. 13, 14) surveyed the migration rate of families of students attending a number of elementary schools in the city. It was demonstrated that one inner-city school where approximately 65 percent of the 200 families were of Native ancestry, had 290 family moves in and out of the school in the course of a single school year. Further sixty-seven percent of these moves were within the city itself.

Similar findings were made by the Senior Citizens' Provincial Council (1988, pp. 77 - 79). Seventy two percent of surveyed urban Native people, age 45 and older, had changed residences in the five years leading up to the survey. In Saskatchewan less than one quarter of the general population, age 45 and older, changed residences in a similar five year time span.

These two studies quoted above, show many reasons for the high mobility of Native households. Low incomes often force Native people to assume rental rather than ownership tenure of their dwelling units. Shortages and lack of information about Public Housing mean that many Native families inhabit slum dwelling units on the private rent market. Eviction, frequent moves back and forth to the reserve, discrimination, expanding space needs of large families and a constant search for stable employment can all result in high residential mobility.

Programming at the Community Training Residence should include a module on "how to look for the right house". Women can be taught to consider and priorize all of their needs according to their individual circumstances. A single woman who intends to be at her workplace for nine hours a day may place housing low on her list. She may instead want to target her extra money toward upgrading her education and developing relaxing leisure-time activities.

On the other hand, a young mother who will be homebound with young children and without a car, should consider proximity to schools and bus routes as well as the suitability of the immediate home and neighbourhood environment. The women will be advised of various housing agencies who may assist them in their search for a home and will also be informed of their rights in terms of rental increases and housing discrimination.

The Senior Citizens' Provincial Council (1988) survey also discovered that Native people, age 45 and over, are less likely to have learned to drive a car than are other Saskatchewan residents of similar ages. This has strong implications for accessing services. It is suggested that Native families who depend upon public transportation or who must travel by foot may be constantly adjusting their housing in an attempt to be close to other services.

Table 27 demonstrates that only four of the thirty-one women consulted have a current, valid driver's license. More than half (54.8 percent) have never had a license.

TABLE 27

DRIVING STATUS, CTR APPLICANTS

	Respondents	
	#	(%)
Posses Valid Driver's License	4	(12.9%)
Possess Valid Learner's License	1	(3.3%)
Driver's License Suspended/Revoked	4	(12.9%)
Driver's License Expired	5	(16.1%)
Have Never Had Driver's License	17	(54.8%)
	18	(100%)

Women coming into the Community Training Residence should also be offered basic theoretical classes in driver education. Although many may never own a car, a large number of employment opportunities are closed to an applicant who is unable to drive.

16.0 FUTURE DEMAND FOR ALTERNATIVES TO INCARCERATION FOR NATIVE FEMALE OFFENDERS

The young ages of the female offenders in our sample (averaging 28.8 years) and of the hundreds of women passing through the Pinegrove Correction Centre each year brings to focus the potential for a growing demand for future alternatives to secure-custody incarceration. In this respect, the Gabriel Dumont Institute Community Training Residence may prove a very timely initiative.

Unless positive steps are taken to assist these young women to make adjustments in their lives, many will remain chronic users of the system. Research for the Ontario Native Women's Association discovered that more than half of the incarcerated Native women sampled had been apprehended up to three times (Havemann, 1985, p. 137). Further, forty percent had been apprehended fifteen or more times (La Prairie, 1984a, p. 163).

Recidivism or "the proneness of many offenders to continue a life of crime" is one of the most serious issues facing society (Solomon, 1976, p. 104). Part of the problem stems from the fact that crime starts at such a young and vulnerable age. Birkenmayer and Jolly (1981, p. 10) found the average age of first conviction for a sample of Native inmates in Ontario to be 16.5 years.

The Native population in Saskatchewan has a very youthful profile with more than forty percent being under the age of fifteen years. In comparison, the population of the province as a whole is aging and only 23 percent are 0 to 14 years of age (S.C.P.C., 1988, p. 7).

Moreover, while the general population of Saskatchewan showed a 0.1 percent decrease in 1988, the Native population is growing at an annual rate of close to three percent. Whereas, Native people represented 8 percent of the province's population in 1981, current estimates are as high as 11.3 percent, rising to 13 percent by 1991 (C.E.I.C., December 1988).

Using statistics on relative population growth rates for the Native and non-Native populations in Saskatchewan, particularly those in the "high risk" ages of sixteen to thirty years, Hylton attempted in 1979 to devise projections for incarceration to 1993. Over this time span he forecast an increase of all Saskatchewan admissions by forty-one percent and predicted that eighty percent of those admissions would be for Aboriginal people (Havemann et al, 1985, p. 105). Current growth trends might even put this proportion a bit higher.

The first comprehensive analysis of the type of offenses committed by Aboriginal people in Saskatchewan, was conducted by Schmeiser in 1970/71. At that time he concluded that many of the crimes committed by Aboriginal people were less serious and that incarceration was often the result of minor municipal or provincial offence where the subject was jailed because he/she was unable to pay the fine (Havemann et al, 1985, p. 101). Incarceration for non-payment of fines might also be suspected in 1980/81 in Ontario where a report by the Native Council on Justice noted "15 times as many Native female admissions for short sentences of less than one month...as their share of the population would seem to warrant" (Havemann et al, 1985, p. 79).

Implications for CTR Programming

The magnitude of the growing issue of Native Female Offenders dictates that a comprehensive approach to the problem is warranted. As an organization, the Gabriel Dumont Institute needs to continue to be addressing pre-incarceration issues including low levels of education, inadequate housing, unemployment and poverty in the Native community.

Fullerton (1989, p. 5) discusses the lack of "communication skills" and the resultant inability "to solve problems in a verbal, non-violent manner" as one possible cause of frustration which can lead to violent behaviour. Enhancement of self-esteem and the provision to women in the CTR Program of

the necessary social and communication skills to attempt problem-solving, in a non-violent manner, cannot be stressed enough.

The period of time that a woman stays in the Community Training Residence itself can be seen as only a small chapter in her life. Opportunities need to be created that allow new-found self-esteem and skills to be utilized to elevate the womens' position in society. The CTR Program must seek to build permanent resources for the women as they transfer back to their home communities. Other alternatives which seek to provide a continuum of support for the women, such as 'second stage' housing (supportive room and board environments) are seen as future initiatives.

17.0 CONCLUDING OBSERVATION

During her interview a respondent made a seemingly simple request of the Gabriel Dumont Institute's CTR Program. She said, "I just want to learn to have normal days".

This report, summarizing the consultation with potential applicants to the first Community Training Residence for female offenders in Saskatchewan, has shown that the obstacles to providing "normal days" for many of the women will be great. Yet the sheer determination of the women to succeed, not only for themselves but for the sake of their children and other young girls facing similar hardships, is most encouraging.

It is our belief that many will succeed. The key to that success will be the restoration of human dignity, trust and love. The following scenario which occurred at the Residence shortly after it opened is perhaps illustrative of the subtle way in which this might happen.

> A young woman walked out of the Community Training Residence on her first two-hour leave. The staff person in charge called out from the doorway, "Don't forget to come back! We love you!".
>
> The young woman laughed and turned to wave and took a small but significant step toward building a Program we hope will make a difference.

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